DOCUMENT RESUME

ED 036 611 08 VT 007 758

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TITLE IMPLICATIONS OF CAREER OPENINGS IN SOCIAL WELFARE OCCUPATIONS FOR PRIORITIES IN VOCATIONAL-TECHNICAL EDUCATION. WORKING PAPER.
INSTITUTION NATIONAL PLANNING ASSOCIATION, WASHINGTON, D.C. CENTER FOR PRIORITY ANALYSIS.
SPONS AGENCY OFFICE OF EDUCATION (DHEW), WASHINGTON, D.C.
BUREAU NO BR-8-0643
PUB DATE DEC 68
GRANT OEG-0-8-080643-4467(085)
NOTE 34P.

EDRS PRICE EDRS PRICE MF-$0.25 HC-$1.80
DESCRIPTORS COMMUNITY COLLEGES, CORE CURRICULUM, *EDUCATIONAL NEEDS, *EDUCATIONAL PLANNING, EMPLOYMENT PROJECTIONS, EMPLOYMENT TRENDS, *MANPOWER NEEDS, OCCUPATIONAL MOBILITY, *SOCIAL SERVICES, *VOCATIONAL EDUCATION, WELFARE SERVICES

ABSTRACT

NATIONAL GOALS IN SOCIAL WELFARE ARE BASICALLY CONCERNED WITH TRANSLATING THE PROMISE OF AMERICAN LIFE INTO A CLOSER APPROXIMATION TO REALITY FOR THE AGED, THE DEPENDENT, THE DISABLED, THE DISORGANIZED, AND THE UNEMPLOYED. ADMINISTERING SOCIAL WELFARE PROGRAMS MAY CREATE AS MANY AS 400,000 CAREER OPENINGS IN THE '70'S, 175,000 OF WHICH WILL REPRESENT OPENINGS FOR JUNIOR COLLEGE OR HIGH SCHOOL GRADUATES. MOST OF THE NEW SOCIAL WELFARE PROGRAMS, BEING MAINLY CONCERNED WITH PROBLEMS OF THE CENTRAL CITIES OF LARGE METROPOLITAN AREAS, CAN BE EXPECTED TO EMPHASIZE VOCATIONAL EDUCATION IN THESE AREAS. A REALISTIC GOAL FOR VOCATIONAL EDUCATION IN SOCIAL WORK WOULD BE 500 TO 1,000 GRADUATES A YEAR IN EACH OF THE NATION'S MAJOR METROPOLITAN AREAS. ASSOCIATE DEGREE PROGRAMS LEADING TO EMPLOYMENT IN SOCIAL WORK OCCUPATIONS MUST EXPAND TO MEET THIS NEED, WHILE EXISTING HOME ECONOMICS PROGRAMS MIGHT SERVE THE PURPOSE OF THE HIGH SCHOOLS. ADVANCEMENT IN RESEARCH AND PLANNING ALONG THESE LINES WOULD ALSO PROVIDE MEANINGFUL OPPORTUNITIES FOR EMPLOYMENT FOR MANY YOUNG PERSONS IN THE "LEFT OUT" GROUPS IN AMERICAN SOCIETY. MAJOR SECTIONS OF THIS DOCUMENT ARE: (1) SOCIAL WELFARE GOALS AND MANPOWER NEEDS, (2) FACTORS INFLUENCING SOCIAL WELFARE MANPOWER REQUIREMENTS, (3) PATTERNS OF OCCUPATIONAL GROWTH, (4) IMPLICATIONS FOR VOCATIONAL EDUCATION, AND (5) PRIORITIES FOR VOCATIONAL-TECHNICAL EDUCATION. (JK)

ED036611

Implications of Career Openings in Social Welfare Occupations for Priorities in Vocational-Technical Education

Working Paper

prepared by

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for

U.S. Office of Education

Grant No. OEG-0-8-080643-4467(085)

December, 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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SUMMARY

The nation's goals in social welfare are basically concerned with the promise of American life, and with translating this promise into a closer approximation to reality for the aged, the dependent, the disabled, the disorganized, and unemployed. Administering these programs and supplying social welfare services is estimated to create as many as 400,000 career openings in social work occupations during the coming decade. It is anticipated that approximately 175,000 of these positions will represent openings for junior college or high school graduates.

Meeting manpower needs in social work, the Task Force on Social Work Education and Manpower reported in 1965, "is a major problem in virtually every community across the country."(1) For example, to fulfill the intent of the 1962 amendments to the Social Security Act in extending family and child welfare services would require the employment of over 100,000 social workers by 1975 in the state and local public assistance programs. This represents an increase of about 70,000 more persons than were employed in these programs in 1960. By establishing preparation for social work occupations as part of the high school and junior college curriculum, the nation's vocational technical education system can contribute significantly toward meeting this rapid growth in manpower requirements.

Seventy-five percent of all social work services are currently provided by persons without specialized graduate education in social work.(2) In the

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(1) U.S. Department of Health, Education, and Welfare, Closing the Gap in Social Work Manpower, 1965, p. 3.

(2) Ibid., p. 77

early 1960's, approximately 30 percent of the social welfare workforce was made up of persons with less than a bachelor's degree level of education.(3) Continuing manpower shortages at the professional level are likely to create many job opportunities for persons with less than four years of college in social work. New approaches in social welfare growing out of our society's efforts to cope more effectively with poverty signify a shift in the orientation of social work from a psychiatrically-oriented helping endeavor to a greater concern with community organization activities directed at the economically and socially disadvantaged. The net impact of this re-orientation will be to further expand job openings for subprofessionals and nonprofessionals in the social welfare field.

While poverty is a national problem, and it encompasses considerable rural poverty, most of the new social welfare programs are concerned with problems which exist in a concentrated form in the central cities of the large metropolitan areas. Vocational education in social work, accordingly, can be expected to receive its greatest emphasis in the large cities. A realistic goal for vocational education in social work would be to graduate between 500 and 1,000 students a year in the 1970's in each of the nation's major metropolitan areas. On the junior college level, this would imply a marked expansion in the Associate Degree programs leading to employment in social work occupations. The existing home economics programs in vocational education could serve as a base for developing a curriculum to meet needs for nonprofessional social work personnel with a high school education.

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(3) National Social Welfare Assembly, Salaries and Working Conditions of Social Welfare Manpower in 1960, Table 14, p. 31.

Research and planning leading to more social welfare vocational education programs in the high schools and junior colleges would serve to meet growing manpower needs. Movement in this direction would also provide meaningful opportunities for employment for many young persons in the "left out" groups in American society. Achieving these objectives would further both the nation's social welfare goals and the purposes of the Vocational Education Act of 1968.

SOCIAL WELFARE GOALS AND MANPOWER NEEDS

Objectives and programs in social welfare are currently undergoing reexamination and change. The Great Depression of the 1930's led to the establishment of a nationwide social security system. The persistence of poverty in the affluent society of the 1960's has prompted the introduction of new programs associated with the "War on Poverty", and to a special concern with the concentrations of poverty among the unskilled, and the poorly educated. Dissatisfaction with the present public assistance programs has encouraged new thinking in the recent past directed at substituting nationwide income maintenance programs such as family allowances or negative income tax proposals in the place of the present meager and widely varying public assistance benefits. As old programs are expanded or contracted, and new programs are introduced, manpower needs in the social welfare field correspondingly undergo change.

Eighty percent of all social welfare expenditures represent benefits received from public and private social insurance programs providing retirement and disability pensions, unemployment compensation, and similar benefits. Only about one-eighth of the total is accounted for by public assistance. However, in many large cities the public assistance expenditures, and the staffs required to administer the programs, have grown to sizeable dimensions. In New York City in the past year, for example, spending for public welfare assistance exceeded the total spending for the city's public

school system. All told, in 1962 social welfare outlays of all kinds amounted to $38 billion.(4) Population growth alone would increase the outlays for maintaining present services and benefit levels to $55 billion by 1975. Improving benefit levels and services for the aged, the disabled, the dependent, or for young persons reaching maturity in the urban slums, according to a recent study by the National Planning Association, could involve social welfare outlays reaching as high as $92 billion a year by the mid-1970's (in dollars of 1962 purchasing power).(5)

The largest single element in this massive $92 billion total would represent the cost of supplying a typical aged couple with a monthly retirement benefit of $250 a month. The second largest item, about $10 billion, constitutes the cost of a family allowance program to raise the incomes of most families with incomes below $3,400 to that level by 1975. The expenditures of the private social service agencies are projected to reach nearly $6 billion by the mid-1970's. Other elements in the total include the cost of expanding child welfare services, and the costs of adding insurance against the loss of income because of illness to the present social security system.

Spending for social welfare creates two types of manpower requirements. The first is a general increase in employment as persons receiving social welfare benefits spend them for consumer goods and services. The second is the requirement for specialized social work manpower to implement the

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(4) Lecht, Leonard A., Goals, Priorities, and Dollars - the Next Decade, 1966, Table 1-2, p. 36.

(5) Lecht, op. cit.

programs. A large majority of the employment created by social welfare expenditures is attributable to the spending of the benefit payments. If our society were to assign a high priority to attaining goals in social welfare in the 1970's, the $92 billion expenditure projected for 1975 would create over 8 million jobs. Of this total, about 500,000 jobs would be in social work related occupations. This social work employment is predominantly associated with public assistance agencies, and with the work of public and private social service agencies. The different social insurance programs employ relatively few social workers.

The employment created by the spending of the social welfare benefits is too generally diffused throughout the economy to be treated separately in terms of possible implications for vocational education. A breakdown of this employment is presented in Appendix Table 1. The employment growth in social work occupations points to rapid expansion in a family of related occupations at different levels of skill and education. They include what has traditionally been considered as professional social work, employment in subprofessional positions such as social work assistants, and the employment in the "New Career" fields such as the neighborhood workers brought into being in the community action-type programs undertaken by the Office of Economic Opportunity. The estimated employment in these fields in 1962 and 1966, and the projections for 1975, are summarized in Table 1.

Table 1

Employment in Occupations Related to Social Work,
1962, 1966, and Projected 1975

	Number Employed (in 000)			Percent Increase,
	1962	1966	Projected 1975	1966 to 1975
Social Welfare[b]	176	215	423[a]	97%
New Career Type Occupations[c]	-	25	60	140
Total	176	240	483	101

(a) Refers to requirements for achieving social welfare goal, 1962 and 1966 estimates from unpublished Current Population Survey data.

(b) Includes professional social workers, recreation and group workers, and nonprofessionals in standard social work programs.

(c) Includes employees in community action-type programs such as neighborhood workers in OEO programs.

If our society were to assign a high priority to social welfare objectives, manpower needs in the social work field would double between 1966 and 1975. It is reasonable to expect that growth would be especially rapid for the New Career type positions. In 1966 about one person was employed in these positions for every nine persons employed in the standard social work areas. By 1975 this ratio is projected to increase to one out of seven. Vocational training for these positions and for the many career openings in the standard social work areas requiring less than four years of college will constitute a significant challenge to the vocational-technical education system in the coming decade.

FACTORS INFLUENCING SOCIAL WELFARE MANPOWER REQUIREMENTS

The career openings available to persons at different levels of education, experience, and training in the 1970's can be expected to reflect changes in our society's social welfare programs and objectives. The changes which are likely to be especially important in influencing the occupational mix of social work manpower are those growing out of shifts in the federal government's welfare strategy, and out of new developments in the social welfare delivery system. The anticipated effects of these developments are discussed below.

The occupational structure of social welfare manpower is probably most sensitive to changes in federal strategy for achieving goals in welfare. If, for example, a negative income tax were substituted for the current public assistance program, a large number of the enforcement and investigative tasks currently performed by welfare workers would be transferred to the Bureau of Internal Revenue. This would significantly reduce the numbers of employees required in the public assistance field. With or without such a program transfer, the use of computers in the 1970's to process information on welfare recipients would serve to reduce the number of clerical tasks now performed by caseworkers, and to differentiate more sharply the income maintenance and social ervice tasks within the field of public assistance. If a job-oriented welfare strategy were adopted in the next five or ten years involving a combination of a guaranteed minimum income and an enlarged role for

the federal government as the employer of last resort, many social work occupations would take on more and more of the complexion of the remedial educator, job developer and employment counsellor. Similarly, if the current proposals requiring mothers receiving welfare to train for and seek a job were implemented, a marked increase in day-care facilities would be required. Emphasis on this type of strategy would provide an opportunity for many Head Start-type programs within the social welfare context. While it is impossible at present to predict which of these strategies will eventually characterize the social welfare field, it is reasonable to assume that some shift toward a job-oriented strategy, together with a greater stress on nation-wide family income maintenance programs, will have begun to influence the social welfare occupational structure by 1975. These changes are likely to transform the training of graduate social workers, and the new strategies will also expand opportunities for social work aides, and for persons with an Associate Degree level of training in social work.

Two types of changes are occurring in the social welfare delivery system. Both of these trends are proceeding somewhat independently of federal welfare strategies, although they derive in part from the "politics of participation," the civil rights movement, and the Economic Opportunity Act of 1964. The changes considered suggest an increasing use of indigenous personnel and nonprofessionals in social welfare programs. First, a team approach is becoming more common as a technique for delivering social welfare services in urban areas. Second, many of the most rapidly growing fields in social welfare appear to be those which are already employing, or seeking to employ nonprofessionals.

The social welfare delivery system is beginning to adopt the type of team approach which is now accepted in the health occupations. This pattern devolves partly from the shortage of professional social workers, and partly from a recognition that many tasks being performed by social workers do not require professional training. The college-trained caseworker spends much of her time in clerical work and in performing simple tasks of referral and monitoring for the disadvantaged and the aged. Others can do these tasks just as well. At the same time, the experience of the Peace Corps and VISTA, and the participation of the poor in OEO programs has shown that a capability to perform a number of social work tasks does not require a social work degree.

The team approach combining the use of professionals and nonprofessionals is characteristic of several developing programs in New York City. Only one in five positions in these programs requires a Masters degree.(6) Non-degree personnel have been found to be particularly effective in the local neighborhood providing assistance to the aged and infirm, communicating with youth and serving as a translator between the indigenous population and the professional social worker.(7) The increasing use of the team concept creates new positions at the subprofessional level, thereby decreasing the seriousness of the shortages of professionally trained workers with college degrees.

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(6) Personal discussions between the author and Mitchell Ginsburgh in New York, September, 1968.

(7) The Changing Occupational Structure in Social Welfare, U.S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development, 1967, Part 1.

The second major development influencing the social welfare delivery system is the increasing emphasis on the community organization approach to social welfare. Community organization, recreation and voluntary self-help programs will probably expand more rapidly than many of the traditional social welfare activities in the next decade. Formal educational requirements are lower in these fields. Historically, acceptance as a professional social worker by a social welfare agency meant that the applicant met the necessary "credential" requirements of education and experience. In contrast, the indigenous worker is qualified on the basis of the skills derived from local "experience of living." (8) As a result of the Economic Opportunity Act, Frank Riessman has estimated that about 25,000 indigenous nonprofessionals have been placed in positions in occupations related to social welfare services.(9)

Most of the indigenous nonprofessionals work in community action-type agencies in positions such as homemaker aides, day-care aides, neighborhood workers and health aides. So far, the majority of the positions held by the New Career nonprofessionals have been characterized by low earnings, and inadequate job security and prospects for promotion. Few agencies other than OEO have implemented training programs for the nonprofessionals in these new occupations although the New York programs are attempting to provide

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(8) Szaloczi, Jean K., Research on the Occupational Structure of Social Welfare, Social Welfare Manpower Research Unit, Department of Health, Education and Welfare, Washington, D.C., May, 1967.

(9) Riessman, Frank, New Careers: A Basic Strategy Against Poverty, 1957, p. 7. Estimate refers to 1965. "Nonprofessional" is a term designating those persons who are technically poor, with sporadic employment backgrounds, and who have low levels of education. The New Careers program was implemented for the purpose of employing persons with these backgrounds in human service fields, designating them as nonprofessionals or paraprofessionals.

opportunities for such training. Employers in general hope to raise educational requirements for aides as well as for other workers.(10) In spite of this desire, three factors argue for an expansion of the entry level jobs for nonprofessionals. The first is the growing cadre of young professional social workers with a community organization background who are dedicated to the concept of "participation by the poor". The second is the proven effectiveness of the "left out" population to perform social service type work, when they are given the opportunity and in-service training. In addition, the prospects for continued manpower shortages encourage widespread support for a redefinition of educational and training requirements in the social work field.

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(10) The Changing Occupational Structure in Social Welfare, op. cit.

PATTERNS OF OCCUPATIONAL GROWTH

Meeting national needs for social welfare services is expected to double employment in social work occupations between 1966 and 1975. This represents an employment growth of nearly 250,000 within a decade, or an annual average increase of approximately 25,000.

This anticipated employment growth in social work underestimates career opportunities in the field because it does not take into account the job openings created by normal attrition. It is estimated that the annual attrition rate in the social work field is about 4 percent or somewhat higher, that is, about 4 percent of the persons employed leave the field annually because of death, retirement, or withdrawal from the labor force. Over the 1966 to 1975 period, accordingly, the job openings attributable to replacement of these losses are expected to approximate 150,000. Adding this replacement demand to the anticipated employment growth of 250,000, the total number of career opportunities in social work would reach close to 400,000. On an annual basis, this amounts to an average of 40,000 openings a year for social workers at all levels of education and training.

Social work, more than most occupations, is characterized by the presence of persons with a variety of educational backgrounds. In 1960, the most recent year for which comprehensive data is available, 70 percent of all full-time social workers held at least a bachelor's degree either

in social work, or more typically, in another area. Another 20 percent had at least some college training. About a tenth of the persons classified as social workers had received no college education. (See Appendix Table 4).

Educational requirements in social work vary markedly by specialization. In some specialties such as psychiatric social work, more than 90 percent of the social workers hold at least a four-year college degree. In other fields of practice, i.e., recreation work, community services, public assistance, and services for the aged, from a third to a half of the persons employed in the early 1960's had a lesser level of educational attainment than a bachelor's degree. The job openings for persons with less than a four-year college education in the 1970's will be significantly affected by the rate of growth in the different specialties within social work. Table 2 indicates the anticipated growth between 1960 and 1975 in the different specialties within social work.

Table 2

Estimated Distribution of Employment in Social Work by Area of Practice, 1962 and Projected 1975[a]

Field of Practice	Percent of Total in 1960[b]	Projected 1975
Public Assistance, Family Services and Child Welfare	58%	47%
Community Services, Group, and Recreation Work	26	39[c]
Other, including Medical and Psychiatric[d]	16	14
TOTAL	100	100

(a) For a more detailed breakdown, which is the source of this estimate, see Appendix Table 2.

(b) From Salaries and Working Conditions of Social Welfare Manpower in 1960, National Social Welfare Assembly, New York, Table 14, p. 31.

Footnotes c and d continued on page 15.

Many of the most rapidly growing fields in social work are expected to be those related to community services, group, and recreation work. These specialized fields employ large numbers of persons with less than a bachelor's degree. The fields in which advanced professional training is most important, medical and psychiatric social work are examples, are likely to grow considerably in numbers of persons employed. However, they will probably grow less as a share of the total social welfare employment in the coming decade. Attempting to differentiate social work fields by required levels of education obscures the large overlaps in the educational backgrounds of the persons at work in these occupations. Four-fifths of all child welfare workers in the early 1960's, to cite an instance, were college graduates. Yet nearly a third of the workers engaged in the court services aspect of child welfare work had completed less than four years of college. In other areas where advanced degrees are typical, such as psychiatric social work, improvements in services are likely to involve greater use of nonprofessionals and subprofessionals to maintain liaison with families and the community.

The United States Office of Education estimates that an annual average of from 7,000 to 8,000 persons with bachelors' or advanced degrees in social work will be graduated between 1966 and 1975.(11) Currently, at least as many persons enter social work with bachelors' or higher degrees earned in

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(c) Includes nonprofessionals included in New Career positions.

(d) Other includes services for adult offenders, teaching social work, and welfare services not included in public assistance, family services, and child welfare categories.

(11) U.S. Office of Education, Projections of Educational Statistics to 1976-1977, 1968 ed., pp. 34-39, see also Appendix Table 3.

other fields. As manpower shortages for professionally trained social workers continue, it is anticipated that for every social work graduate entering the field two other college graduates will be employed in the field. Allowing for the entry of 22,000 or 23,000 college graduates into social work each year, there would still be an annual average of 17,000 or 18,000 job openings for persons with an Associate Degree from a junior college and for others with a high school education. Many of the persons trained in junior colleges would be employed as assistants in case work, group work, and in recreation. High school graduates would find employment as child care attendants, group worker aides, or as neighborhood workers in community service programs. These estimates include a projected 5,000 openings a year in "new career" fields associated with community-action type agencies.

There are fewer barriers to entry based on race in social work than in most other professional or human service occupations. In the mid-1960's, 15 percent of the social welfare and recreation workers were nonwhites.(12) This was considerably greater than their representation in all civilian employment which was slightly more than 10.5 percent. If the representation on nonwhites in the social work occupations did little more than remain at the mid-1960's proportion, between 65,000 and 75,000 nonwhites would be employed in the social work field in the mid-1970's. On this basis, approximately 6,000 of the estimated 40,000 career openings a year in the

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(12) Estimate based on unpublished Current Population Survey data for 1966.

coming decade could be expected to represent job opportunities for Negroes, Puerto Ricans, Mexican-Americans, American Indians, and others classified as nonwhites.

The estimates of job openings for nonwhites, like the projections in New Career occupations, underscore the role of employment in the social work occupations as a means for creating socially useful jobs for the economically and socially disadvantaged, and especially so in the large cities. By introducing social work preparation as part of the vocational education program, the vocational education system can take its place as an important element in the nation's programs for coping with the poverty, the alienation, and the joblessness which are so frequently concentrated in the central cities.

IMPLICATIONS FOR VOCATIONAL EDUCATION

It is apparent that preparation for social work careers can occupy an important place in the vocational-technical education curriculum. As one indication of the dimensions of these opportunities, the Council on Social Work Education estimates that junior college programs in social work will attain an enrollment of 20,000 by 1970.(13) With advance planning, it is likely that enrollment in high school vocational courses related to social welfare could attain similar dimensions by the mid-1970's.

To assess the implications of the growth in social welfare manpower needs for planning in vocational education, it is necessary to define in more detail the anticipated 175,000 career openings in the 1966 to 1975 period for persons with a high school or junior college education. Table 3 suggests the relationship between fields of practice in social work, census occupational categories, and Dictionary of Occupational Titles job titles. In many cases, the job titles listed may be appropriately placed in more than one field of practice. In terms of the levels of training involved, attendants and aides are typically regarded as service workers in the census occupational classifications, while the various assistant positions are considered as subprofessional occupations.

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(13) Feldstein, Donald, Community Colleges and Other Associate Degree Programs for Social Welfare Areas, Council on Social Work Education, 1968, pp. 7,8.

Table 3

Census and Dictionary of Occupational Titles
Occupations in Social Work Field

Field of Practice[a]	Census Occupational Category	D.O.T. Equivalents[b] Title	Code Number
General	Social Welfare Worker	Administrator Social Welfare	195.118
		Director, Field	195.118
		Management Aide	195.368
Public Assistance	Social Welfare Worker	Director, Welfare	195.168
		Casework Supervisor	195.168
		Caseworker	195.168
		Casework Assistant	195.108
	Service Workers	Case Aide	195.208
Family Services	Social Welfare Worker	Caseworker, Family	195.108
	Service Workers	Home Attendant	354.878
Child Welfare	Social Welfare Workers	Caseworker, Child Welfare	195.108
		Social Workers, School	195.108
		Social Workers, Delinquency Prevention	195.108
		Social Work Assistant	195.228
	Service Workers	Social Work Aide	239.138
		Youth Worker Aide	195.228
		Child Care Attendant	359.878
Rehabilitative Services	----[c]		
Medical and Psychiatric Social Work	Social Welfare Workers	Social Worker, Medical	195.108
		Social Worker, Pyschiatric	195.108
Recreation	Social Welfare Workers	Director, Recreation Center	195.168
	Recreation and Group Workers	Recreation Leader	195.228
		Youth Worker Aide	195.228

Table 3 (Continued)

Census and Dictionary of Occupational Titles
Occupations in Social Work Field

Field of Practice[a]	Census Occupational Category	D.O.T. Equivalents[b] Title	Code Number
Community Organization and Group Work	Social Welfare Workers	Social Group Worker	195.108
	Recreation and Group Workers	Group Workers	195.108
		Program Aide, Group Work	195.228
		Community Organization Worker	195.168
Others (Services to Adult Offenders)	Social Welfare Workers	Parole Officer (and others)	195.108
		Probation Officer	195.108
Services to Aged in Institutions	----[c]		

(a) For breakdown of fields of practice, see Appendix Table 2.

(b) Many of the listings in this group such as Case Worker, Family, or Social Worker, Medical, refer to both professional workers and subprofessional assistants.

(c) Various non-specific categories.

The Associate Degree program can be expected to figure prominently in educating persons in semiprofessional social work occupations such as casework assistants or recreation leaders. The growth in these and other junior college programs is summarized by a recent survey showing the social work specialties currently being taught in some 50 junior colleges.(14) These specialties are listed in terms of the Dictionary of Occupational Titles job titles to which they refer.

(Assistant) Community Organization Worker
(Assistant) Psychiatric Social Worker
Case Work Assistant
Program Aide, Group Work
Recreation Leader
Social Work Assistant

The programs preparing students to qualify for an Associate Degree within these specialties usually encompasses something over 60 credit hours of study. These programs are illustrated by a typical curriculum now in use for training social work assistants in community service work. The community service assistant worker course is designed to prepare graduates for employment as an assistant in welfare agencies, municipal recreation programs and church sponsored youth programs. The current curricula frequently involve the following types of courses:

General Freshmen Courses	16 credits
Social Science Courses	18 credits
Social Work Courses	18 credits
a. Social Problems and Inter-group Relations	
b. Methods in Group Leadership	
c. Community Service Field Work	
d. Principles of Interviewing	
Electives and Physical Education	14 credits

(14) Ibid.

Graduates of the high school vocational programs would generally be employed as aides or attendants. A review of the projected employment requirements suggests that high school preparation is likely to play a role in preparing persons for entry level positions in fields, such as the ones which follow. They are listed by their D.O.T. title and code number.

Youth Worker Aide 195.228
for jobs as a Youth or Recreation Worker with opportunity to move up to Probation and Parole Officer or Recreation Leader.

Case Aide 195 208
for jobs as Case Aide or Social Work Aide with opportunity to continue with programs leading to Case Work or Social Work Assistant.

Child-Care Attendant 359 878
for jobs in Child Welfare or neighborhood centers with opportunities for further jobs in the Child Welfare field.

Field Management Aide 195 368
for jobs as Management Aide with opportunity to advance to such jobs as Recreation Leader, Field Representative.

It would be reasonable to anticipate that, with advance planning, the high school vocational programs will prepare part of the persons entering these social work positions in the 1970's. Others will receive training in special federal programs such as those conducted under the auspices of the Manpower Development and Training Act, the Neighborhood Youth Corps, and the Office of Economic Opportunity. While the social service aide and attendant occupations represent a new category for high school vocational

education, this does not imply a need for an entirely new curriculum. Many of the course offerings in the home economics programs in the high schools present material which could be incorporated in a social welfare curriculum. These include courses in child guidance and development, in family health and family relations, and in family budgeting. A curriculum oriented toward social welfare would involve adding coursework in the elements of psychology and sociology together with an opportunity to participate in an auxiliary capacity in field work in a social service center.

Occupations in the social welfare field can be grouped into a career family, or cluster, of related positions which differ in educational requirements, responsibility, compensation, and status. The grouping can identify points of entry into the field for individuals with differing qualifications. It also emphasizes the role of vocational education in social work as preparation for a family of related occupations rather than for a specific entry job.

Figure 1 illustrates one way of grouping career opportunities in social work. In this set of career ladders, social work occupations have been grouped into five fields of practice based on the information content required for a successful orientation to the jobs in each field and the activities which are common to each area. The five major areas are as follows:

Figure 1

Illustrative Career Ladders in Social Welfare Occupations in the 1970's (a)

Education Requirement	Administration	Community Orientation	Youth Orientation	Individual Child & Family	Medical/ Psychiatric
Graduate Degree	Administrator, Welfare (195.118)	Social Group Worker (195.108)	Social Worker, Deliquency Prevention, or Group Worker (195.108)	Casework Supervisor (195.168)	Psychiatric(Medical) Social Worker (195.108)
4-Year College Program	Director, Welfare (195.168)	Community Organization Worker(b) (195.168)	Probation or Parole Officer (195.108)	Caseworker, Child or Family (195.108)	---
Associate Degree	Field Representative, Director (195.118)	Program Aide, Group Work (195.228)	Recreation Leader (195.228)	Casework Assistant (195.108)	Social Work Assistant (195.228)
Secondary Vocational Preparation	Management Aide (195.368)	Neighborhood Worker(b)	Youth Worker Aide (195.228)	Case Aide (195.208) Child-Care Attendant (359.878)	Home Attendant (354.878) Social Work Aide (239.138)

(a) Using current D.O.T. job titles and code numbers.

(b) No current D.O.T. job title or code number.

Administration:
specializing in management skills in addition to some knowledge of the content of work being administered. Strictly income accounting or welfare violation inspection tasks would come under this category which therefore, includes much of the income maintenance welfare functions.

The next four categories fall within the social service function of social welfare and include:

Community Orientation:
a specialty including job titles such as Program Aide, Group Work, Community Organization Worker, and Social Group Worker. This field would emphasize a catalytic role for the social welfare worker and in some cases might also include the Youth Aide Worker and Recreation Leader.

Youth Orientation:
a specialty dealing with programs for teenage youth or young adults where one might progress from a Youth Worker Aide to Social Worker, Deliquency Prevention, through several steps of advanced education. Much of the work would be with groups as well as with individuals.

Individual Child and Family:
these occupations would stress individually oriented family and child focused tasks beginning with an entry level job as a Child Care Attendant and progressing to Casework Supervisor.

Medical/Psychiatric:
these jobs would be oriented toward assisting with adjustments derived from medical or behavioral abnormalities or extreme age. It would generally require working as a part of a medical team in a home or institutional setting.

In a field growing and changing as rapidly as social work, career ladders such as those presented in Figure 1 illustrate anticipated directions of change in the next ten years rather than attempting to present an inclusive classification for social work occupations. At present, requirements

for entry and promotion prospects from one rung on the ladder to another are frequently poorly defined. However, as the pressure of manpower shortages encourages the development of new types of careers in social work and new requirements for entrance, experience and in-service training in many fields are likely to gain recognition as substitutes for formal education. A high school graduate in the 1970's will find it possible to begin as a Youth Worker Aide with reasonable prospects of promotion to the position of Recreation Leader. A young person with an Associate Degree will enter public assistance work as a Casework Assistant and, with in-service training and demonstrated competence, look forward to a career as a Family Case Worker. In addition to indicating entry requirements and promotion prospects, the ladder concept makes it apparent that planning to assure an adequate supply of manpower in the social work field in the next decade involves integrating the activities of the vocational programs in the high schools and junior colleges with the more established programs in four-year colleges and graduate institutions.

PRIORITIES FOR VOCATIONAL-TECHNICAL EDUCATION

The implications of this analysis of occupational growth in social work for vocational-technical education suggest certain priorities for research and planning. The relevance of these priorities depends on a number of assumptions concerning developments in the next decade affecting this rapidly changing field. These assumptions, based on recent experience, suggest that:

(1) The United States will make substantial progress toward achieving goals in social welfare in the 1970's.

(2) Public assistance programs emphasizing minimum family incomes will continue for the next decade with benefits becoming larger and more uniform throughout the nation.

(3) Community organization oriented activities in social welfare will increase markedly in the next decade.

(4) There will be increasing acceptance of nonprofessional social welfare practitioners and career ladders for these workers will become more widespread by 1975.

(5) Vocational high schools and junior colleges will become sources for training people for new entry-level occupations in the social welfare field.

The priorities proposed for vocational-technical education are based on the anticipated changes in manpower demand and supply, in addition to these assumptions. Together, they suggest an agenda of priorities for planning and research to take account of the implications of the nation's greater concern with human welfare for social work career opportunities in the coming decade. The Vocational Education Act of 1968 reflects this concern with human welfare and career opportunities in its emphasis on providing

vocationally-oriented education for the disadvantaged population.

Looking ahead to the 1970's, an agenda of priorities in vocational education for social work would take into account considerations such as the following:

(1) Continuing manpower shortages underscore the importance of developing programs to prepare persons for employment at the assistant and aide levels in social work.

(2) Current social work curricula in the junior colleges offer a basis for planning to establish Associate Degree programs as the basic preparation for young persons seeking to enter semi-professional assistant occupations in social welfare.

(3) There is a need to introduce new secondary school and one-year post-secondary programs to meet an expanding requirement for nonprofessional aides in social work. The post-secondary programs should carry credit transferable toward an Associate Degree.

(4) The secondary and one-year post-secondary programs can provide a significant opportunity to prepare young persons and adults in the "left out" groups in our society for employment in the social work field.

(5) Present course offerings in the home economics curriculum supply a basis for planning to develop a social work-oriented curriculum in the 12th and 13th grades.

(6) Planning to meet manpower needs in social work will involve joint efforts by high schools, junior colleges, four-year and graduate institutions working in cooperation with community and national social service agencies and organizations.

Appendices

Appendix Table 1

Estimated Employment Generated by Pursuit
of the Social Welfare Goal, 1962 and Projected 1975

Occupational Category	Number Employed (in 000)			Percent Increase
	1962	Projected 1975 (a)	Employment Growth 1962-1975	1962-1975
White Collar	2,081	4,252	2,171	104 %
Blue Collar	1,421	2,194	773	54
Service Workers	674	1,423	749	111
Farm Occupations	416	526	110	26
All Occupations	4,592	8,395 (b)	3,803	83 %

Source: Lecht, Leonard A., Manpower Requirements for National Objectives in the 1970's, 1968.

(a) Refers to requirements for achieving social welfare goal.

(b) These estimates include 483,000 persons in occupations in the social welfare field. The other employment in this total is the employment generated by the spending of the social welfare benefit payments.

Appendix Table 2

Estimated Growth in Social Welfare Employment,
by Field of Practice, 1960 to 1975

Field of Practice	Employment (in 000)		Employment Growth 1960-1975	
	1960	Projected 1975(b)	Number (in 000)	Percent
Public Assistance	39.8	112.0	72.2	181 %
Other Family Services	9.7	18.0	8.3	85
Child Welfare	27.3	95.5	68.2	250
Noninstitutional	12.5			
Institutional	6.3			
Court Services	5.7			
School	2.8			
Rehabilitation Services	2.8	7.0	4.2	150
Medical and Psychiatric	9.7	33.0	23.3	240
Medical	4.0			
Psychiatric	5.7			
Community and Group Services	21.6	71.0	49.4	229
Group Services	11.6			
Community Services	10.0			
New Careers(a)		60.0	60.0	
Other Welfare	9.2	27.5	18.3	199
Services to Adult Offenders	5.7			
Services to Aging	1.2			
Teaching	1.2			
Miscellaneous	1.1			
Recreation	11.9	59.0	47.1	396
Totals	132	483	351	266 %

Sources: Department of Health, Education and Welfare, Closing the Gap in Social Work Manpower, 1965, for 1960 data. Projections derived from Lecht, Leonard, Manpower Requirements for National Objectives in the 1970's, 1968.

(a) Not recognized as an occupation in 1960. Twenty-five thousand new career workers were working in 1965; from Riessman, Frank, New Careers: A Basic Strategy Against Poverty, A. Philip Randolph Fund, 1967, pp. 6 ff.

(b) Refers to requirements for achieving social welfare goal by major fields of practice.

Appendix Table 3

Estimated Number of Graduates in Social Work, 1961 to 1975

Year[a]	Bachelor's[b]	MSW	Ph.D.	Total
Actual:				
1961	2,513	205	36	2,754
1966	3,930	540	50	4,520
1967	4,190	560	50	4,800
Projected:				
1968	5,360	620	70	6,050
1969	5,900	660	70	6,630
1970	5,890	910	80	6,880
1971	6,350	1,070	80	7,500
1972	6,610	1,070	90	7,770
1973	6,940	1,170	110	8,220
1974	7,790	1,220	120	9,130
1975	8,160	1,450	120	9,730
Total	76,849	10,883	1,025	88,757
Average Annual Growth Rate	8.2 %	13.9 %	9.2 %	8.8 %

Source: U.S. Office of Education Projections of Education Statistics to 1976-77, 1968, pp. 35-39.

(a) Year refers to school year ending in spring semester of year indicated; for example, 1961 refers to school year 1960-61.

(b) Includes first-professional degrees.

Appendix Table 4

Distribution of Full-Time Employees in Social Work Fields
by Educational Level in 1960

Field of Practice	Number Employed[a] (in 000)	Distribution by Educational Level (in percent)			
		No College	Under 2 Years of College	2 or 3 Years of College	4 Years of College or More
Public Assistance	35.2	11 %	7 %	19 %	63 %
Other Family Service	8.6	14	7	11	68
Child Welfare Work	23.9	8	3	9	80
Noninstitutional	10.9	4	2	6	88
Institutional	5.7	14	6	14	66
Court Services	4.9	13	6	12	69
School Social Work	2.4	1	-	5	94
Rehabilitation Services	2.5	16	11	9	64
Medical Social Work	3.4	7	7	12	74
Psychiatric Social Work	5.2	[b]	2	2	96
In Hospital	2.9	1	2	3	94
Outside Hospital	2.2	-	-	1	99
Service to Adult Offenders	5.3	9	5	9	77
Services to Aging	0.8	32	7	14	47
Group Services	10.9	5	5	13	77
Community Services	7.6	15	8	12	65
Teaching Social Work	0.9	1	-	-	99
Recreation	10.4	19	8	20	53
Others	1.1	-	-	-	100
Total	115.8	10	6	13	71

Source: Salaries and Working Conditions of Social Welfare Manpower in 1960, U.S. Department of Health, Education and Welfare, p. 39.

(a) Does not include 16,000 part-time employees.